

## CHAPTER 5

# COMMUNITY RELATIONS AND SPECIAL EVENTS

A community relations (COMREL) program is defined as a planned series of events and activities that fosters understanding between military and civilian communities. It encompasses all official or private contact between the command and all of its personnel and local communities.

While the Navy may concern itself with national policy and public affairs on a national level, real public relations takes place in the community. People live, work form opinions on issues that concern them and vote in local communities. Thus, national opinions and the ground swells that eventually become the policies and actions of national government are formed at the local level.

The civilian populace surrounding a Navy installation is not as affected or concerned by national Navy news as they are by Navy news items affecting them directly or more personally. Because of this, the news element of proximity has a special value in community relations. A scheduled base closure or an employee force reduction will have a much more profound impact than something happening in Washington that may have little local influence.

The Navy depends on the public understanding of sea power. This is both an important concept and national issue, and Navy news often takes the form of "national" publicity. However, any story is national only in that it appears in newspapers and on radio and television newscasts all over the country. To the extent that it informs people, every story, every contact with the Navy, is a local one. Public opinion is the opinion of people—the opinion of private individuals. National public opinion is nothing but the sum of these local opinions. And while public opinion can be tallied and measured on the national level, it is made in local communities by the people.

A command has to be "good" before it can have good public relations. In planning community relations, good behavior includes establishing a policy in which the command will not do anything harmful to its neighbors and will go out of its way to build good relations with them.

Establishing such a policy, of course, is the skipper's job. Unless you are a public affairs assistant acting as

the command PAO, you will not formulate community relations policy. However, it is essential that you understand the importance of this type of policy and that you emphasize the importance of community relations every chance you get. Everything about the base, from the driving habits of official and unofficial Navy drivers and the liberty habits of the crew to the appearance of the gate sentries, pollution control and the flight patterns of low-flying aircraft, has a direct bearing on community relations. These areas probably are more important than news releases and the parade unit your command may furnish on the Fourth of July.

Every officer in command is responsible for integrating his command into the civic activity of the neighboring community. The days when military and civilian communities were insulated, if not isolated, from each other by a distance of several miles are past. Each can no longer afford to operate as a "closed community" without considering mutual effects. Normally, the military officer in command delegates the authority for planning and maintaining an effective community relations program to his PAO, but he cannot delegate his responsibility for assuring that the program is sound and effective. The CO must exert personal interest and participation in community relations matters.

Community relations, internal relations and media relations are all inextricably intertwined. Each of these segments supports each other. For example, good community relations are very important to the morale of our naval personnel (internal relations). A hostile community, or one where liaison is not very good, can make it hard for Navy people to get off-base housing, local credit and other amenities that are important morale considerations.

The first part of this chapter is devoted to a survey of some techniques that can be used to develop a positive, planned community relations program for a ship or station. The second part discusses the duties of the senior journalist regarding special events.

## IMPORTANCE OF AN EFFECTIVE COMMUNITY RELATIONS PROGRAM

Learning Objective: *Identify the purpose of an effective community relations program and recognize its benefits.*

It is stated often that community relations are “public relations at the local level” or that it is “living right and telling about it.” It has also been explained as “having and keeping friends in the community.”

These statements get to the heart of community relations, but they are oversimplified definitions when the vital mission of community relations is analyzed clearly.

### DEFINITION

To paraphrase the *Public Relations News* definition of public relations:

“Community relations is the command function that evaluates public attitudes, identifies the mission of a military organization with the public interest and executes a program of action to earn public understanding and acceptance.”

Like public relations, community relations is something an organization has whether this fact is recognized or not. Unlike public relations, community relations is usually limited to the local area.

Business organizations give attention to their community relations for good reason. Organizations can exist and make a profit only as long as the public allows them to exist. The concept that American free enterprise exists only to make a profit and is responsible only to its official family has diminished to a great degree. It has fast given way to the realization that there is also a responsibility to the community in which the organization is located and that it is advisable for the organization to meet this responsibility of its own free will.

While there is not universal agreement on the specific benefits gained, organizations conducting planned programs cite many tangible and intangible benefits from their community relations efforts. A Bureau of National Affairs survey found that the benefits mentioned most often were better recruiting, improved employee relations, increased sales and community goodwill.

Community relations literature reflects general agreement that effective community relations programs make it easier to hire the better workers in a community, help to get more confidence in local plant management from communities and provide better understanding between the organization and local officials.

Benefits from good community relations do not come automatically. In fact, many organizations that are fine employers and outstanding corporate citizens fail to realize the rewards to which their virtues entitle them. They miss the payoff because they fail to tell about it.

Communicating to key publics the benefits derived from sound community relations further enhances an organization's overall program. Attitude surveys reveal that community neighbors traditionally know little about companies in their towns and the important part each plays in the civic programs of their towns. Surveys also reveal that civilian companies rated favorably in their communities are generally guided by the following three-point formula for effective community relations:

- Live right.
- Have a planned community relations program.
- Tell employees about the program and tell the community about the company.

### BENEFITS

Many of the benefits civilian enterprise derives from planned community relations programs are equally desirable for military organizations. Military commands also need to enjoy a favorable position in the local community, strive for good employee relations and seek cooperation and high esteem from the local population.

Military organizations should be concerned with community relations because the business of the military is the people's business. Military organizations **have a responsibility** to report to the public on the conduct of military business. In a democratic nation, the individual citizen has a right to know how efficiently, and to what purpose his armed forces are using his sons and daughters and his tax money plus what the returns on his investment are in personal and national security. The effectiveness of military operations depends upon public understanding, support and cooperation.

Like business organizations, military establishments have a moral debt to take their place in the community as “corporate citizens,” be good neighbors and to show an awareness of community problems and a willingness to help out. Community relations

programs are a proven means of developing “grass roots” understanding and support for our defense force.

## **AUTHORITY**

Community relations are authorized and encouraged within the DoD for the following purposes (subject to operational requirements, the significance of the event or program in relation to other DoD programs and cost considerations):

- Informing the public on the state of preparedness of the DoD and to show United States partnership with allies
- Developing public understanding of and cooperation with the DoD in its community relations programs
- Promoting national security and stimulating patriotic spirit
- Helping recruiting and personnel procurement programs of the armed forces

Within the DoD, ASD(PA) is appointed to act for the SECDEF in planning and implementing the DoD community relations program. Secretaries of the military departments, commanders of unified and specified commands and the directors of the defense agencies are responsible for effective community relations. Officers in command at all levels are responsible for giving positive emphasis to the importance of good community relations in the execution of their mission.

Within the office of ASD(PA), the directorate of community relations is responsible for the overall planning, implementation and coordination of community relations within the DoD. For Navy implementation of this program and current CHINFO policy guidance, refer to *PA Regs*, Chapter 4.

## **PARTS OF A COMMUNITY RELATIONS PROGRAM**

Learning Objective: *Identify the key parts of a community relations program.*

Among the main parts of a community relations program are publics, communication channels and community relations projects designed to accomplish an organization's goals in the community.

## **PUBLICS**

Collectively, a Navy command's public consists of many groups. Among the principal local publics that a command should be concerned with are both internal and external publics.

### **Internal**

You were introduced to the Navy internal audience in Chapter 1. These groups are also part of the Navy's internal public. The following groups round out the Navy's internal public:

- U.S. Naval Academy midshipmen
- NROTC midshipmen
- Military auxiliary organizations
- Career civilian employees
- Families of the above segments

### **External**

External publics consist of the following groups:

- The general public
- Community organizations (civic, trade, industrial, veterans, fraternal, youth, women, religious, educational)
- Congress
- Members of committees involved in armed services matters
- Alumni of the armed forces
- Key governmental officials
- Local government officials
- News media
- Professional organizations
- Well-known local businesses
- Professional people
- Elder statesmen

## **COMMUNICATIONS CHANNELS**

The tools and techniques of public affairs offer almost as many ways of reaching community publics as there are publics. The “how-to-do-it” instructions for

using the various media and techniques are taught in the various departments at DINFOS and are discussed in other chapters of this manual and *PA Regs*. Many service and civilian publications are available in public affairs offices and public libraries that give guidance in the use of communication tools.

You must use the right channels of communication to accomplish specific tasks or to reach specific publics; otherwise, much of what a public affairs office does is wheelspinning and unnecessary busywork. An individual can be reached by mail, telephone or personal visit; members of an organization can be reached by letter to the head of the organization, an article in its publication or a talk at a group meeting. To reach every key individual in an organization or public, it is sometimes advisable to plan a campaign with special events, publicity through newspapers, radio and television announcements, bulletin boards, mailed announcements to key individuals and groups and personal contact with community leaders.

## PROJECTS AND ACTIVITIES

Community relations projects and activities provide occasions for or a means of informing community publics about an organization and for demonstrating that an organization is a good neighbor.

Projects should not be selected just because they sound good or because other organizations have had success with them. Key considerations should be whether they seem suited to the particular organization and its community and whether it appears that benefits will justify the efforts and resources involved. Some may be incorporated into a command's program, while others may serve to stimulate ideas for fresh and worthwhile projects. Projects and events sponsored cooperatively by two or more organizations in a community can make a greater impact on community opinion and serve a very useful purpose in a community relations program.

### Namesake Ship Program

The launching and commissioning of U.S. Navy ships with state and city names is an excellent way to generate positive community relations at the local or state level. The key to success in building a namesake relationship lies in mustering the cooperation of state, city, Navy Reserve units, local Navy League and other civic-minded groups, as well as recruiters and the ship itself. Additionally, NAVINFOs play an important role

in establishing, and in some cases, re-establishing ship namesake ties.

## Base-Community Council

Many military installations have a formal community organization that coordinates community relations on a year-round basis and gives the officer in command a tool with which to coordinate community relations on a year-round basis. These organizations are called military advisory committees, coordinating councils or community relations councils. The Navy calls it the base-community council.

The base-community council embraces every area of common interest between the two populations, such as public safety, health, environmental issues (such as hazardous waste), housing and hospitality, personal welfare, citizenship and commerce. A command can use this type of organization as a principal tool with which to fulfill its responsibilities for favorable public relations.

To be effective, the base-community council must include in its membership key military, governmental and civic leaders and meet regularly to resolve or plan for the prevention of local problems. The PAO and his staff must be thoroughly familiar with the command or unit as well as the local civilian community to provide sound recommendations to the officer in command.

Additional information on the base-community council can be found in *PA Regs*, Chapter 4.

## TYPES OF COMMUNITY RELATIONS PROGRAMS

Learning Objective: *Specify the types of community relations programs.*

Community relations programs can be placed into the two general groups of remedial and preventive.

The remedial program is focused toward trying to restore sound community relations after a military neighbor arouses public antagonism and adverse public opinion. It is usually born in crisis and often costly in resources. Remedial measures necessary to restore a balance in relations can often hamper mission accomplishment. An example of this might be the burdensome task of changing the aircraft traffic pattern for a naval air station after irate citizens vehemently complained about the noise. If the citizens of the local community had been informed that the aircraft noise was related to the unit's mission of defending the community and nation against its enemies, the

mission-hampering change of the traffic pattern might have been avoided.

The preventive program is a planned effort to develop a continuing program of improved conduct and two-way communication with the community. It furnishes a blueprint to build an effective program of cooperation between the naval installation and its nearby communities. The plan is usually based on the concept that the community **must** be informed about the naval installation, its mission and its needs from the local community. It is also dependent upon what the naval installation-and particularly the public affairs staff-knows about the community. You learn the essential facts about the community through surveys, interviews with leaders and research of existing publications.

The remedial program is often called the “fire-fighting” type, while the preventive program is referred to as the “fire prevention” variety.

### **DoD/NAVY COMMUNITY RELATIONS POLICY**

Learning Objective: *Interpret the community relations policy of the DoD and Navy.*

The basic community relations policy of the DoD was established in DoD Instruction 5410.18 of July 3, 1974 (Community Relations). This directive has been tailored for Navy use and is the basis of *PA Regs*, Chapter 4 (Community Relations).

### **OBJECTIVES**

The goals of the DoD community relations program are stated in DoD Instruction 5410.18 as follows:

- To increase public awareness and understanding of the armed forces and of the mission, policies and programs of the DoD
- To inspire patriotism and encourage young men and women to serve in the Defense Establishment
- To foster good relations on mutually acceptable terms with all of the various publics with which elements of the DoD come into contact at home and abroad
- To maintain a reputation as a good neighbor as well as a respected professional organization charged with a responsibility for national security

- To support the Human Goals Program of the DoD, with its emphasis on the infinite dignity and worth of the individual and the concept of equal opportunity
- To support the recruiting and personnel procurement missions of the DoD

### **LIMITATIONS**

The DoD puts certain limitations on community relations programs in DoD Instruction 5410.18. Policies for planning and conducting Navy community relations programs and rating participation in public events are based on public law, executive order, Navy regulations and practical experience. To make sure a proposed community relations program conforms to proper policies, you must consider the following criteria:

- Objectives and purpose of the program
- Nature and character of the location of the program
- Full particulars of Navy support

### **RESTRICTIONS**

Primarily, the following restrictions apply to participation in community relations programs:

- Support of commercial promotional activities
- Support of racially segregated events
- Endorsing partisan political activities
- Endorsing sectarian, religious and fraternal groups
- Competition with or selective endorsement of civilian businesses
- Use of military personnel in demeaning or menial tasks for nonmilitary guests at unofficial events, such as social functions

### **FISCAL CONSIDERATIONS**

Funding for your command community relations program is limited to the minimum amount needed to accomplish official goals. Additional costs may be approved if it is determined that the community relations event is in the best interest of the Navy. *PA Regs*, Chapter 4, provides in-depth information on the funding of community relations programs.

## **PLANNED COMMUNITY RELATIONS PROGRAM**

Learning Objective: *Recognize the stages of a planned community relations program.*

Developing a planned community relations program is a problem that the public affairs staff must solve. There are four basic stages to developing a community relations program for a typical Navy command:

- Fact-finding
- Planning
- Communicating
- Evaluating

### **FACT FINDING**

To maintain an effective community relations program, you must identify the community needs and command abilities. If the interests of the command do not coincide with the interests of the community, all your activities will be in vain. You must identify areas in which the command can make a positive contribution to the community within its abilities and assets. Ideally, your community relations program should fulfill a common interest. Thus these common interests must be identified through fact-finding.

A good many “common interests” exist at most installations. Your most valuable assets—people—are already making such contributions. People of all ranks, ages and education levels bring their own unique interests and activities with them when they arrive at your command. These are the Little League baseball coaches, the Scout masters, the scuba divers, the karate enthusiasts, the members of the local PTA, the performers in church choirs—those who participate in all manners of community activities.

A practical way of finding these people is to do a feature story for your base newspaper. You will likely discover that one contact leads to another. One person active in some community endeavor almost always knows someone else in another. It makes great feature copy and might even be suitable for a local media release. People, and the interests and activities they bring with them, are a valuable part of your “positive contribution” to the community. If both you and your community are aware of it, so much the better.

You can use your knowledge of these people and their activities to improve your overall community

relations program. You also can use knowledge of the local power structure. The local power structure and organization must be determined. It is essential that these areas be considered; otherwise, you move into your community relations program blind. The community power structure is discussed later in this chapter.

### **Community Relations Requirements**

Community relations requirements can only be determined after you know and become familiar with the mission and organization of your command. If these requirements do not exist, it is your responsibility to determine them. If they do exist, it is equally important that they reflect current requirements. Staff meetings, histories, permanent records and files (particularly those in the public affairs office) and interviews with key military officers are prime sources for this information.

Full public understanding and cooperation are essential to mission accomplishment. You should identify possible sources of problems or obstructions to effective community relations and gather the essential facts related to preventing these situations from becoming community relations problems.

Aircraft noise, reckless driving, misunderstandings in labor relations, pollution of civilian communities, disorderly behavior and apparent disregard for the health and welfare of local citizens are recurring problems in naval community relations. To overlook these and other potential community relations problems is to risk unfavorable publicity, possible congressional action, antimilitary demonstrations and strikes and a hostile relationship with the community.

### **Command Interest and Support**

Command interest and support for community relations should be sought early in the relationship between an officer in command and his public affairs staff. If the officer in command does not voluntarily reveal his philosophy and willingness to commit resources, the public affairs office should, on its own initiative, survey the needs of the command and prepare recommendations for a community relations program. Ideally, there should be a policy statement and an outline of general objectives signed by the officer in command and addressed to key staff members and COs of subordinate units.

## Community Needs of the Navy

In addition to broad public understanding and cooperation essential to mission accomplishment, there are specific needs of the Navy that are affected by community relations. Housing, religious activities, educational and cultural activities, recreational and entertainment activities and the community hospitality program are some specific needs of individuals of a naval command. Each of the specific needs should be surveyed and analyzed in planning the community relations program.

Adequate and sensibly priced housing for naval personnel and their dependents is the most important need in a normal Navy community relationship because of its importance to high morale among both naval and civilian personnel.

## Community Power Structure

Every community has leaders who play a dominant role in shaping community opinions and determining what community activities take place. Those leaders make up the power structure. The public affairs office must identify this power structure and consider these individuals in planning and implementing the community relations program.

The formal political power structure is easily determined. It is made up of elected or appointed officials, the men and women who supervise and execute the will of the community through the official machinery of government.

The informal power structure, however, is another matter. It consists of those who wield influence in an informal or social realm.

There are three types of leaders in the social, or informal, power structure:

- Decision makers
- Influential
- Opinion leaders

The decision makers and influential include a minute portion of the public, perhaps as little as one percent, but the success of any community endeavor depends on the general approval and cooperation of these two groups. They come from the business and political spheres of the community.

**DECISION MAKERS.**— Decision makers exert their influence and determine community policies in

many ways. Whether the decision making is done through formal political or civic organizations, or in a more subtle manner, members of the same small group often emerge in positions of influence in most or all of the important publics within the community. Personal observation at community meetings plus careful analysis of local news stories and background information from trusted, well-informed individuals, such as reporters, are sources for facts to identify decision makers.

**INFLUENTIALS.**— Influentials exert their influence secretly rather than at public gatherings and give advice to decision makers. They make few actual decisions themselves. The power of influential is subtle, but they may be identified by reputation. Their identity can best be learned from personal observation and trusted sources in the community.

**OPINION LEADERS.**— Opinion leaders may be members of any economic or social class. There are many theories as to who is or who is not an opinion leader. It can be stated, however, that they are found throughout all levels of the community and exert less influence and power than members of the first two groups. They operate in two directions. First, they provide a means for the decision makers to convey their policies and decisions to each economic and social class and second, they serve as a source of information for the influential and decision makers. Often they are ministers, heads of youth agencies, officials of parent-teacher associations, teachers, barbers, lawyers, doctors and bankers.

A good place to begin identifying the community power structure is by researching the local newspaper morgue, county, city or state official records, community history, leadership listings of local fraternal and civic groups and the local library.

The status of development or economic conditions of a community help to determine who occupies the power structure positions at a given time. A community with a growing industrial base and a large flow of money might be dominated by bankers who can extend or refuse credit. A poorer community, dependent on state or federal aid to support its activities, might be dominated by politicians or persons with influence in the state or national capital. In certain areas, particularly New England and areas of the South, the power structure is determined largely through the “first families” who have inherited positions of power because of tradition.

## Community's Opinion of the Military

In developing a planned community relations program, it is imperative for you to find out what the community knows and thinks about the organization, how its information is received and how public opinion about the command and its personnel is formed

Since military installations seldom can conduct or contract for public opinion or attitude surveys, they may have to rely on other means to appraise community attitudes and knowledge. While there is no fully satisfactory substitute for the professionally constructed and conducted attitude survey, there are other economical but less effective means of getting much of the desired information. A variety of sources are available and include the following:

- Records
- Reference books
- Bibliographies
- Syndicated research data published in newspapers and magazines
- Current periodicals
- Reports
- Publications of individual companies and of other federal agencies
- Directories
- Newsletters
- Catalogs

Periodic reviews of incoming and outgoing correspondence can identify community relations problems, as can spot checks on telephone courtesy of personnel who are in frequent contact with the public. Formal and informal contacts by key officers and individuals on and off the job also can be used to gauge public opinion, knowledge and attitudes.

Staff meetings and the inevitable grapevine can also be important internal sounding boards. Special attention should be given to an appraisal of internal public attitudes toward the organization.

## Community Survey File

You must gather considerable information about a community to be certain you are using the right channels to get your message across to a particular community.

Since facts about the community are required on a day-to-day basis in public affairs activities, it is advisable for you to collect the facts gathered in a survey into a community survey file. This file should be kept up to date by the public affairs staff. It should contain detailed facts on the following:

- Local channels of communication
- Civic, economic, social, educational and religious organizations
- Local customs
- Traditions and mores
- Geography, manpower, industrial capacity, housing facilities and services existing in the community
- Names and biographies of local elected, civic and business leaders

In an overseas area, this survey should be developed in close consultation with representatives of the Department of State, the U.S. Information Service (the overseas name for the U.S. Information Agency) and other members of the U.S. Country Team.

The actual geographic area to be included in a community survey file will vary significantly from base to base. In general, the community relations area of an installation is the area where the base has an economic or social impact.

**INFORMATION TO SEEK.**— Your community survey file should include the following information:

1. **Area.** Include a geographical description with population, historical and economic data, and cost-of-living index.

2. **Recreation and entertainment.** List recreation and entertainment available, including museums, parks, commercial facilities, theaters, cultural attractions, and so forth.

3. **Civil government and officials.** List key personnel in the local government with as much background information as needed (within the bounds of the Privacy Act). Include their specific duties, titles, office addresses and telephone numbers. Avoid detailed files of personal data.

4. **Organizations.** Describe organizations within the area, including civic, fraternal, women's groups, youth activities, business groups, labor organizations and particularly veterans' organizations. Include names of contacts within these groups, such as president,



program chair and others. Former members of your service are good contacts. Also include a brief statement of each organization's goals, programs, meeting time and place.

**5. Housing.** List available housing, to include housing regulations, housing units, apartments, cost and adequacy.

**6. Other facilities.** Describe other community facilities and services, such as utilities, transportation, schools, hospitals, churches, doctors and dentists, fire and police protection.

**7. Communications media.** List all communications media in the area, with names of military editors or those with a specific interest in your command. It also should include deadlines and any peculiar style or policy requirements of the media.

A sample outline for making a community survey is shown in figure 5-1.

#### **WHERE TO LOOK FOR INFORMATION.-**

There are several places in which to gather information for your community survey file. These include the following sources:

**1. Chamber of commerce.** The local chamber of commerce may normally furnish invaluable information for such a survey and practical guidance and assistance in setting up a community relations program. The primary functions of the chamber of commerce are to promote the growth and foster the prosperity of the community. The chamber is also an excellent source of brochures, maps, fact sheets and other material needed for a community relations program.

**2. Unofficial base directory.** The unofficial base directory is another source of information. Advertisers in the directory have a message they are trying to give the personnel of your command. Often there is much good information contained in those messages.

**3. Local library.** The local library is also a good source of information. There is usually a section devoted to local information, and librarians are usually willing to give you a hand in finding what you need.

**4. Installation master plan.** The installation master plan or comprehensive plan includes an environmental assessment of the existing mission and facilities. Assessments generally include community environmental settings, such as historical, cultural, climatological and socioeconomic factors.

**5. Local media.** Following local news is essential. Equally helpful is researching back issues of

newspapers and magazines to gain historical perspective. Reporters and editors are also willing sources of information.

**6. City public affairs office.** The city PAO is the command PAO's local counterpart and will usually help in familiarizing military public affairs personnel with the community.

**ANALYSIS.-** After you have collected all essential information about the community, then and only then is it practical to make an analysis of the community. At first the community survey may seem to be just a set of facts, but through analysis, these facts come to life and fit together like a jigsaw puzzle. Each piece fits into the whole to make a complete picture.

In analyzing these facts, your public affairs staff will develop more and more insight into the needs, mutual interests and opportunities for favorable community relationships.

A thorough community analysis is the backbone of a sound community relations program. It is a continuing effort, but once assembled the community survey file provides a continuing ready source of information for speeches, news stories, special projects, exhibits, special events and special projects.

#### **Community Organizations**

The community relations planner should gather facts about the voluntary organizations in the community, including their continuing goals, leaders, membership, current projects and areas of mutual interest. These facts will help determine a basis for a tie-in arrangement and cooperative projects with these organizations. The importance of group membership on individual attitudes and behavior should be weighed carefully in planning efforts to reach key publics through their voluntary organizations.

Local organizations are a major outlet for the speakers bureau (see Chapter 6 of this manual). Most groups meet at least monthly, some as often as every week. Most offer opportunities for speakers and some for showing of motion pictures or other kinds of visual presentations.

#### **Customs, Traditions and Cultures**

The communities of naval installations vary significantly in local customs, traditions and culture. You must be aware of local differences before you plan any activity involving the community. Sometimes this variance causes the failure of a military community

- I. The Area
  - A. Geographical Description
    - 1. Size of area
    - 2. Population
    - 3. Climate, topography, annual and seasonal temperatures, rainfall, etc.
    - 4. Attach a map of the area
  - B. Historical Data
  - C. Economic Data
    - 1. Types of industry
    - 2. Unemployment rate
    - 3. Cost-of-living index
- II. Recreation and Entertainment
  - A. Cultural attractions
  - B. Commercial facilities
  - C. Parks
  - D. Spectator sports
  - E. Amateur sports
- III. Civil Government
  - A. Key personnel in local government
  - B. Home congressional offices
- IV. Organizations
  - A. Civic
  - B. Fraternal
  - C. Women's groups
  - D. Youth groups
  - E. Business groups
  - F. Labor organizations
  - G. Veteran's organizations
- V. Housing
  - A. Housing units available
  - B. Housing regulations/zoning laws
  - C. Cost and adequacy
- VI. Other Community Facilities and Services
  - A. Utilities
  - B. Transportation
    - 1. Highways
    - 2. Buses
    - 3. Taxi services
    - 4. Rail
    - 5. Air

Figure 5-1.-Sample outline for a community' survey file.

- C. Education
  - 1. Public
  - 2. Private
  - 3. Higher
- D. Health care
- E. Fire protection
- F. Police protection
- G. Churches
- H. Sanitation service
- I. Hotels and motels
- VII. Communications Media
  - A. Newspapers
    - 1. Military writers/contacts
    - 2. Key personnel
    - 3. Deadlines
    - 4. Policy considerations
  - B. Broadcast Media
    - 1. Radio
      - a. Type format
      - b. Key personnel/contacts
      - c. Deadlines
    - 2. Television
      - a. Network affiliation
      - b. Key personnel/contacts
      - c. Deadlines
      - d. Policy considerations
- VIII. Public Relations  
(Contacts listed by company)
- IX. Community Leaders  
(List those in community power structure and types of issues they influence.)

Figure 5-1.—Sample outline for a community survey file—Continued.

relations program or special event. Acceptance of the Navy and of newcomers, information on local holidays, taboos, peculiarities of local dress and social activity—particularly the various levels of society and public interest in education, libraries, museums, art and music—should be determined. While a Sunday public visitation of your command may be completely acceptable in the southwestern United States, it might antagonize relations in certain small communities in the East and South. But customs, traditions and culture are equally important as opportunities and channels of communication to reach key publics in the community. Individuals are usually tuned to the frequencies transmitting messages related to their personal mental set or awareness of the world around them.

### **Mutual Problems and Interests**

Before the opinion leaders or the community at large can be motivated to act, there must be an understanding of mutual interests. Every community knows what it wants for its well-being, what it expects each organization to give and how it measures contributions.

The following are opportunities for mutual interest between the Navy and the community:

- Commercial property
- Support of religion
- Full employment
- Adequate schools
- Law and order
- Area growth and development
- Adequate and low cost housing and utilities
- Varied recreational and cultural opportunities
- Individual and public welfare
- Health and sanitation

As a starting point, it is worthwhile for the public affairs staff and the base-community council to consider each of these areas of mutual problems and interest as posed by the following questions:

- What is the economic impact of the Navy on the local community? Is the public aware of this?
- Have plans and agreements been worked out between the Navy and local officials on mutual

aid in the event of a natural disaster, accidents, epidemics of sickness or disease?

- How much cooperation is there between local civilian law enforcement agencies and Navy law enforcement and security organizations?
- Does the community provide adequate schools and cultural activities? Is the community aware of the educational and cultural needs of the Navy?
- Does the community know how much the Navy spends in the local area for services and supplies? Are items purchased elsewhere that might be obtained locally?
- Is the public aware of the contributions by naval personnel of funds and services to local charities and service organizations? Do command personnel know what services are provided to them?
- Does the command contribute to local health and sanitation problems?
- Do the local citizens know how much effort is made by the Navy to strengthen local health and sanitation?

### **Past and Present Community Relations Activities**

It is rare for a public affairs staff to have the opportunity to start fresh and build a command community relations program from the ground up. Like our personal heritage, most PAOs and officers in command inherit a community relations program from their predecessors, in both their own installation and other service organizations in the community. The local stereotype of the Navy can be greatly affected by the previous community relations programs or by a complete lack of contact between the Navy and the local community.

If the organization and the Navy are not new to a community, the public affairs staff must determine the status of community relations programs and try to evaluate community relations efforts. One of the first steps is for the staff to become acquainted with the public affairs staffs of other military and federal organizations in the area. An analysis of the data collected in the community survey can reveal considerable information about previous community relations programs. Informal discussions with appropriate local reporters and chamber of commerce

officials can reveal a great deal about previous programs and the lessons learned from them. If a base-community council exists, the members and records of the council will offer valuable information.

## Defining the Problem

Once the fact finding and analysis are completed, you are prepared to determine the key community relations problems of the command. When the problems have been defined, the solutions must be provided and decisions made to prevent or correct them. After the problems have been clearly stated, you are ready to develop a plan of action. Some of the problems can be remedied without conducting a full-blown community relations effort. This is done by referring obvious and easily correctable problems to the proper representatives or by setting up committees to cope with each area of interest. Their recommendations maybe carried out directly by the base-community council or through the organizations concerned. Some problems caused by a considerable lack of understanding in the community of the mission and contributions of the military to the local community may require special plans of action. These plans are integrated into the overall community relations program. A community relations program requires long-range or strategic planning that, in turn, will require short-range or tactical plans to accomplish the goals of the long-term plans. All must be interrelated.

## PLANNING

Planning begins with a draft of the proposed community relations program, including a statement of objectives and a tentative schedule of projects and activities. It should contain a statement of policy and general philosophy, using such guidelines as the PAO, CO and higher authority may provide. The basic statement also should spell out specific delegations of authority for community relations activities. This will provide a frame of reference for the listing of objectives-long-range and short-range-and a blueprint for operations. (A sample community relations plan can be found in *PA Regs*, Chapter 4.)

Working from the general proposal and considering the program objectives with the facts gathered in the survey and analysis, you should plot ways and means of attaining community relations goals.

Consider the following questions with respect to each community relations objective:

- Which publics are involved?

- What guidelines and directives must be followed?
- What projects or activities can contribute to the attainment of the goal?

The authors of *Effective Public Relations*, Scott M. Cutlip, Allen H. Center and Glen M. Broom, believe that every community relations project or activity must be measured against its contributions to organizational goals. For instance, the DuPont Company follows a checklist that measures each project with an "analysis" formula:

- What is the objective this project is designed to gain or approach?
- Is the objective sound and desirable?
- Are there collateral advantages?
- Is the project possible?
- Can it be done with existing personnel?
- Does it involve cooperation outside the department?
- Is it counter to sound public relations policy?
- Is it counter to company policy?
- Is the expense too high in relation to possible gain?
- Can it embarrass sales, production or research?
- Where is the money coming from?
- What are the penalties of failure?
- Why do it now?
- Why do it that way?
- Who approved the project?
- Who must be informed?

Obviously, every command cannot afford a full-blown community relations program. Others may find it necessary to develop a phased program, beginning with a few key program elements and adding others regularly. Experts believe that the basic elements that a command begin with are the following:

- An effective ship or station newspaper
- A speakers bureau
- Correspondence with opinion leaders and decision makers

- Personal contact and social activity between the officer in command, the PAO and his staff, the key opinion leaders and decision makers of the community

The integration of news releases and military-produced radio and television programs within the community relations program is also worthy of consideration. Oftentimes, proper use of these tools can help to bring knowledge of a military command, its activities and its personalities to the attention of the local populations of neighboring communities.

## COMMUNICATING

Communicating requires the public affairs staff to explain and dramatize the chosen course for a community relations program to all those who may be affected and whose support is essential.

Once the proposed plan has been drafted, it should be coordinated within the originating organization and given a preliminary review by the chief of staff or XO of the organization. Key staff officers should be made aware of the proposal and have an opportunity to express their views. For this reason, the PAO makes certain that the basic plan is sound from both a public relations point of view and as completed staff work; otherwise, the plan that requires expenditure of resources that might be put to other use by other staff agencies may never get off the ground.

A conference or series of conferences attended by key staff representatives sometimes helps to develop understanding and acceptance of a program, identify problems and omissions and give people in the chain of command a sense of satisfaction in having helped to develop the program. The proposal, as modified by staff contributions, then should be presented to the commander for approval.

The plan should provide that, once it is officially adopted, all members of the organization be made aware of it. Community relations are a team effort in which many individuals must play a part. Basic information given should include why the officer in command is concerned about community relations, what policy has been adopted, what projects are planned, what participation is desired and why and how members of the command can benefit. Some commands have used a theme, such as "Partners in Progress," to convey to all members of the organization their relationship to the program and the community.

Individuals and agencies responsible for specific projects and activities must be informed of their responsibility. Information also must be sent concerning

deadlines, counseling and assistance for those participating in the program, the system for review and evaluation of the projects and program and how recommendations for changes in objectives, new projects, and so forth, may be made.

The amount and kinds of information an organization should disseminate to its publics will vary. In a community relations program, there should be provisions to inform everyone in the community about the mission and achievements of the organization, its personnel needs, career opportunities, notable individual achievements, significant changes of key personnel and safety and economy achievements.

If the survey and analysis of the community has been adequate, the public affairs staff should be aware of the right channels of communication to accomplish specific tasks or reach specific publics.

The average naval activity has many chances for interesting news stories that would contribute to improved community relations. Here are just a few possible community relations subjects for timely local communication with the public:

- Changes in mission or program.
- Attainment of significant goals.
- Decreases or increases in work load.
- Introduction of new methods or devices to increase productivity or effect economy. (Zero defects is an example.)
- Plans to hire more people or need to reduce force.
- Important changes in organization.
- Appointments to key positions.
- Retirements.
- Speeches or other public statements by people.
- Plans for new facilities or closing of existing facilities.
- Achievements of military personnel and civilian employees.
- Results of incentive awards program.
- Special events, such as awards ceremonies, public visitation, dedications, launchings, christenings, commissioning, anniversaries, tours, guest cruises, exhibits, demonstrations, and so forth.

When you prepare news releases, speeches, special events, displays or other vehicles to be used to

communicate with the internal and external publics on behalf of a command's community relations program, use the communication skills discussed in Chapter 6 of this manual and the "Special Events" section of this chapter. If you disregard or improperly use the facts gathered in the community survey when designing community relations communications, the efforts may result in mere publicity and no significant contribution to the program.

## EVALUATING

The final step of the community relations program is the evaluation of results and the effectiveness of techniques used. Use this step to answer these questions: How did it go? Would it have been better if something else was tried? This step leads back to the first step, since it is rare that a community relations program ends abruptly once it has been set in motion.

In addition to measuring the bits and pieces of the community relations program, the overall program should be reviewed and results measured against the objectives determined in the planning segment. The end of a calendar year is often a significant opportunity for a public affairs staff to prepare an evaluation of its mission accomplishment. Some organizations publish a narrative history, documented with examples of significant public affairs activity. This type of analysis serves at least two purposes. First, it provides the public affairs office the opportunity to analyze public affairs efforts and determine the lessons learned for future reference. Second, it serves as a vehicle to inform the key staff agencies, subordinate units and commander of the significant accomplishments of the public affairs office during the previous year. If the analysis is to be used for critical evaluation of lessons learned, the sensitive elements of the study should be maintained for office use only, since their release could seriously impede the organization's relations with the public.

## SPECIAL EVENTS

Learning Objective: *Identify the types of special events and the importance of audience targeting and public factors.*

A special event is an event that is staged or conducted to dramatize a factor convey a message to a public. These events include news of a special type. A special event is not just a fact. It is a definite event that is planned and controlled. Special events, then, are **planned news**— news that is planned to achieve

increased public understanding and support for a command, the Navy and the DoD.

For example, consider the launching of a new class of submarine using a revolutionary weapons system. This can be done with utmost secrecy to hide the Navy's new capability from a potential enemy. Or it can be done in a matter-of-fact manner at the appropriate time during the construction process. Either method would be efficient.

Why, then, was this ship launched with waving flags, television cameras and a band playing traditional Navy songs? Why didn't the DoD assume complete secrecy or merely ignore the event? Why bother with that type of event at all?

The obvious reason is that the advantages of worldwide news media and the pageantry of the event outweigh any disadvantages. The launching of the submarine clearly shows the world that the United States had added a lethal weapon to its defense force. And since the weapon, once operational, would have to be concealed to be effective, the special event served the essential purpose of proving that the weapon did exist. As a side effect, the launching also gives recognition to the men and women in the Navy, to industrial specialists who designed and engineered the submarine and to the management and workers of the shipyard as well as all the associated contractors. It vividly dramatized the importance of sea power and improved the morale of Navy men and women ashore and afloat. However, its chief purpose was to make the deterrent effect of the new weapons system a reality.

On a smaller scale, it is a special event when the captain awards a Letter of Commendation, presents a Good Conduct Medal to a BM2 or when a 20-year chief is piped over the side to join the Fleet Reserve. The BM2's multiple would be just as high on the next advancement examination if the medal were sent to him by guard mail, as long as the proper entry was made in his service record. And the chief's retainer will not go any further at the commissary just because all hands turned out to see him off. In both cases, the event is staged for its morale effect to reward good men and women for faithful service and to encourage others to serve as well.

## TYPES

Special events in which Navy participation is authorized and sanctioned include a multitude of happenings, all of which are described in detail in *PA Regs* and include the following:

- Parades

- Fairs
- Band concerts
- Celebration of Navy anniversaries, national holidays and military observances
- Fund-raising events
- Meetings, conferences and public appearances of naval personnel
- Aircraft and parachutists flyovers, displays and demonstrations
- Public visitation (tours, ship visits)
- Participation by athletes, teams, bands, color guards and other Navy units in sports events
- Navy speakers (see Chapter 6)
- Orientation and guest cruises in ships and aircraft
- Exhibits
- Navy art shows
- Official honors and ceremonies, such as VIP arrivals, ship launchings, commissionings and decommissioning, changes of command, award presentations, retirements and dedications
- Staging of Navy demonstrations
- Official civil ceremonies, such as inaugural parades for U.S. presidents and state governors
- Ship visits to foreign ports

The planning and execution of most of the above events are governed by complicated, technical DoD and Department of the Navy policy guidance. This policy is constantly changing. Make sure you have at your disposal and are familiar with all current guidelines referred to in the references cited above when you are engaged in special events activity. There are also many varied administrative procedures involved, such as reports, records and detailed request forms for armed forces participation in public events.

For example, flyovers by military aircraft at civilian public events may appear to be simple events to arrange. Your first thought might be that it is just a few planes buzzing a field.

The reality is that civilian sponsors for military flyovers of off-base civic events must forward their request to ASD(PA) for consideration. While the various military services may approve flyovers on military installations, ASD(PA) is the only authority for

approving flyovers in the public domain. (CHINFO can authorize flyovers of off-base civic-sponsored observances of Armed Forces Day, Memorial Day, Independence Day and Veterans Day. Consult *PA Regs*, Chapter 4, for further information regarding flyovers.) Use DD form 2535, "Request for Military Aerial Support; in planning a flyover.

Public affairs people must be thoroughly familiar with all regulations before even discussing participation with a sponsor. The sponsor must not be left with the impression that the flyover is committed before he receives official approval from the military department or DoD level.

To prevent misunderstandings, you can provide civilian sponsors with a copy of the format for requesting armed forces flight and parachute teams when they request a flyover. The PAO can then forward the checklist through proper channels to CHINFO, or the sponsor may submit the request directly to OASD(PA).

## TARGETING THE AUDIENCE

Special events inform or educate the publics at which they are aimed, and they help to cement community relationships. They call attention to new developments and new programs—anything that is new and significant in the Navy. Most important, special events should be used to emphasize themes in support of community relations objectives.

A special event should be aimed at one or more specific audiences or publics. These may include the internal public, the community, regional, national or international audiences or special publics.

### Internal

Special events aimed at internal audiences include family cruises, ceremonies opening new facilities on base (Navy Exchange, recreation buildings, barracks, and so on), athletic events and most award ceremonies.

### Community

Participation in local celebrations, assignments of speakers and marching units near the installation, public visitation, most air shows, local exhibits and similar events are aimed at a community audience.

### Regional, National and International

A Navy exhibit at a state fair, well-publicized launching and commissioning ceremonies, unveiling of



new weapons, special demonstrations, Allied exercises and operations and other major events carry the Navy's message to audiences far removed from the event itself. In this sense Navy special events often play a part in demonstrating our capabilities and the firmness of our country's policies to our friends, potential enemies and neutral nations.

## Special

Navy participation in professional or technical meetings, assistance to youth groups, such as Boy Scouts or Sea Cadets and programs conducted for specific organizations, such as the Navy League or veterans groups, reach people with special interests regardless of geographical distribution.

Practically every event affects more than one of these publics. It is a basic principle of public relations, however, that everything you do should be done for a specific purpose and with a specific audience in mind. For this reason and because the rifle approach is frequently better than the shotgun, it is good to have specific publics in mind when you are planning a special event.

## SPECIAL EVENTS POLICY

Learning Objective: *Outline the special events policy of the Navy.*

The Navy's policy on participation in special events is clearly stated in *PA Regs*. Broadly speaking, the Navy may participate in events sponsored by the local community or by national organizations when participation accomplishes the following goals:

- It is mutually beneficial to the Navy and the public.
- It can be arranged without interfering with operations or training.
- Support is available within the command requesting it.
- Support will not directly benefit an individual or commercial concern and can be provided at no additional expense to the government.

Most local organizations are under the misunderstanding that, if the military provides support, it is free. However, all expenses above the regular cost to the government must be met by the requesting sponsor. *PA Regs* gives complete details of the conditions under which participation will be authorized and the level of

command at which such participation authorization may be granted.

## SPECIAL EVENTS PLANNING

Learning Objective: *Recognize the considerations involved in planning a special event.*

There are specific techniques that apply to each type of special event, and it would be impossible in a manual of this kind to say everything about all of them. There are, however, certain basic steps in planning and carrying out such events. The senior journalist should know these basic procedures, as there are many tasks in virtually all phases of special events work that the PAO may delegate to you.

At a command where there is no full-time PAO, the senior journalist may be the only person with the knowledge and skills required to plan and execute successful special events. In this case you will be an important adviser to the project officer, the XO or the skipper.

## OBJECTIVES

The first step in planning a special event is clarifying the objectives of the event. Our definition states that special events are events staged to dramatize a fact or convey a message. If the event is actually staged primarily for this purpose (public visitation, an exhibit, a parade or an award ceremony), the objectives of the event dictate the details of planning. Within reasonable limits, items that conflict with these objectives can be changed or dropped. If the event has been scheduled for some other purpose—as when a guest cruise is arranged to take advantage of a regularly scheduled training exercise or routine ship movement—operational considerations normally take precedence, and public affairs plans must be built around them.

Only when public affairs aspects are of major importance—as when a fleet exercise is being combined with a demonstration for high ranking officers or VIP civilians or when an exercise overseas is planned partly as a demonstration for people of allied nations—are such operational plans likely to be modified in favor of public affairs objectives.

Such decisions, of course, are made at the highest levels, often by the staff of the fleet commander in chief. The senior JO is rarely concerned with them. On the more immediate level where the event is carried out, however, you will often find yourself involved in the detailed planning of a special event. When this happens, you should ask “Just what are we trying to

accomplish?" Even small special events require detailed planning and time-consuming, hard work on the part of many members of the staff. Clarifying objectives early in the planning process ensures that this work is not wasted.

## PLANNING

There is no single formula you can use to plan all special events. Certain guidelines can be followed, however, and the process is not too different from the planning process an operational commander goes through in analyzing his mission, estimating his tactical situation, making a command decision and drawing up the directive to be sure his forces carry out the mission.

The process starts by your stating in broad terms what you are going to do and why. Consider the following examples:

- This ship will conduct a dependents' cruise on 4 July to increase dependents' understanding of our duties and thereby enhance morale.
- This station will hold public visitation on Armed Forces Day to increase public awareness of the importance of sea power and to further our community relations objectives.
- The CO will present Good Conduct Medals and advancement certificates after inspection Friday morning to reward recipients and encourage others to achieve similar recognition.
- This ship will embark 12 Secretary of the Navy guests while en route from San Francisco to Pearl Harbor to further the objectives of the Secretary of the Navy Guest Cruise Program.
- A group of community leaders will be flown to the U.S. Naval Academy for an orientation visit to induce outstanding young men and women of the community to apply for academy admission.

Statements such as those above will help you keep your eye on the target in later phases of planning. It will probably appear in an early paragraph of your planning directive, if the event is big enough to require one.

## FACILITIES

Next, consider the facilities you have at your disposal. These may include ships, planes and lesser hardware at a major event, portable items used in exhibits and such live participants as speakers, marching units, bands and color guards. With these "attractions,"

consider the working facilities you have at your disposal: the size and capacity of your own office, logistic support (guides, transportation, bleachers, brochures and other printed matter, etc.) and the countless minor items that take time, talent and usually money to produce, but are indispensable in a major special event.

It is only after you examine your event and its objectives considering these available facilities that you are ready to decide just how much can be done and who will carry out what tasks.

At this point nothing is more important than attention to detail. An event of major proportions may be a miserable flop if only one detail is omitted from the basic plan. The results of a poorly staged public event might include adverse publicity on a local, national or international scale.

Consider, for example, the embarrassment of Olympic Games officials in the following incident recounted from *Coronet Magazine* in November 1956:

"The officials were embarrassed because in making plans, someone had overlooked the details involving the entrance of the traditional torch bearer. When the famous Finnish miler, Paavo Nurmi, appeared at the gates of the Olympic Stadium in Helsinki, he was denied entrance. His torch had been lit in Athens and passed by 15,000 other runners and finally to Nurmi at the stadium. At the end of the colorful pageantry and fanfare, Nurmi was scheduled to appear, but the police kept him standing in his track suit before the stadium gates. At last one of the dignitaries recognized the famous runner with the torch and gave him entrance."

It is equally embarrassing when plans fail to provide for clearance of visiting dignitaries into the VIP area, for delivery of brochures to the distribution point, for media parking, for properly briefed escorts, for advance clearance for media representatives to board boats or helicopters, or for any other essential details. These areas can be planned far more readily when the directive is being written than when left until the last minute. When a planning directive clearly outlines what is to be done and who is to do it, execution becomes easier.

## EXECUTION OF THE PLAN

The next step is executing the plan. Operations personnel call this step "supervising the planned action," and the operational planning manuals say that the best way to do this is to start with a good plan.

In a major event, you must designate someone to coordinate public affairs matters. This person should be relatively free of other duties. If the event involves operations, operational and public affairs planning should be carried on together, with the public affairs aspects covered in an annex to the operation order. If the event is a major one ashore, one command directive probably will include all details, including public affairs, security and logistics.

## EVALUATION

The fifth major step is to evaluate the event. This step is as important in public affairs as an exercise critique is in operations. The JO, with his media skills and public information know-how, is an ideal person to help the command and the PAO evaluate special events. After each such event, before you get deeply involved in the next event, try to answer the following questions:

- Did this event accomplish its objectives? If so, why? If not, why not?
- Did everyone know just what his duties were and carry them out properly?
- What, if anything, could have been done that was not done?
- What kind of media coverage did we get? Did this event help or hurt media relations, community relations or internal relations?
- How can we do it better next year?

In a major event, it is appropriate for the coordinating command to request formal or informal reports from subordinate commands. It is always a good idea to check with participants, the photo lab, media people who covered the event and anyone else who was concerned to find out what was done well and how certain areas can be made to run more smoothly.

## REPORTS

Evaluation is useless unless it is committed to paper. Therefore, the final step is to prepare the report(s). This should always be done unless it is obviously unnecessary. Your report can be a memo to the CO attaching a clipping from the local paper, or it can be a letter to higher authority enclosing copies of your plans, clippings and photographs. In either case, the primary purpose of such reports is to show what has been accomplished and to submit recommendations for future similar events. Reports that do nothing but pat you

on the back and tell your superiors what a wonderful job you did are worthless.

## SPECIAL EVENTS CHECKLIST

Appendix VII of this manual contains a general special events checklist. Study the entire checklist before you use it for specific occasions. After study, you may prepare your own checklist, using pertinent items and adding others of your own choosing.

## CEREMONIES

Learning Objective: *Identify the special events planning guidelines for military ceremonies.*

Let us go back a few pages to that awards ceremony where the skipper is going to pin a Good Conduct Medal on that BM2's chest. We will assume there are five petty officers receiving various awards: two Good Conduct Medals, one advancement to first class petty officer, one appointment to chief petty officer and one Letter of Appreciation to a chief transferring to the Fleet Reserve. The CO wants to present these awards and promotion certificates Friday morning after inspection. The PAO is TAD and you are responsible for coverage, plus any "arranging" the event requires.

This is a very simple event. The crew will be paraded at quarters. If you are ashore and have a bit of room, all hands may pass in review as part of the ceremony. You probably have a small platform and you will need a public address system.

What are your objectives? The CO wants to praise these individuals publicly by rewarding them for good service and to encourage the nonrated men in the crew to work for advancement. This means your plans should ensure the following:

- The skipper makes each award individually and speaks to each man.
- The crew can hear, and if possible, see what is going on.
- The event is covered by the ship or station newspaper.
- The releases are mailed to hometown media (via the Fleet Home Town News Center or the proper NAVINFO).

This is easy. You send one of your junior JOs to the personnel office for the names and locations of the individuals concerned. He then gets basic hometown data on each, supplementing this with an interview to make sure he does not miss any good feature material.

if you get this information beforehand, there is nothing to prevent you from preparing your story material Thursday afternoon. Then, if all goes according to schedule, you can distribute the release by Friday noon instead of working on it over the weekend or leaving it until Monday morning.

Go over the plans for the event with the XO or the personnel officer or perhaps the skipper himself. Make sure the people to be honored have a place to stand during the first part of the ceremony and they arrive front and center in the same order as the awards will be handed to the CO. Additionally, make sure the entire ceremony takes place in front of the microphone and that your photographer will be able to get a shot of each person with the skipper, with the award recipient's face clearly identifiable.

One way to slow the captain down a bit is to furnish him a bit of background information on each individual. Then he will pause and say a few words to each man, giving the photographer enough time to get the shot. If the CO has a citation to read, the photographer can use this time to get ready for the next picture.

If experience with this particular skipper or location has already proven that it is impossible to get good pictures at the actual event, arrange to shoot an individual photo of the awardee. The individual picture can range from an informal portrait of the recipient in his working environment to a standard head and shoulder shot. Then you can settle for one overall shot during the ceremony.

## MAJOR EVENTS

If the event is more complicated, of course, so is your job. At a major event you have to consider many more problems than just hometown coverage. These may include some of the following:

- Deciding what the program will be and establishing an order of events
- Drawing up a guest list and preparing written invitations or the form for a printed invitation
- Making a seating plan for participants, VIP guests and the general public, and possibly providing transportation or parking, or both
- Arranging Navy photo, press and radio or television coverage
- Distributing advance news releases and news advisories

- Escorting reporters and providing them vantage points from which to do their jobs

Obviously, you cannot do all of this yourself. The best plan is to draw up a command directive appointing a coordinator or project officer and assigning tasks to appropriate subordinate commands or members of the staff. This does not relieve the PAO or senior journalist of any of the work but it gives you all the authority you need to do your job. Your command planning directive might look something like the command planning directive in figure 5-2.

If you use the command planning directive as your working document, the special event should go off without a hitch. There is no reason you should worry about a VIP's lunch, parking arrangements or the other details that are properly the concern of others in the command. The Navy way is to give these problems to the appropriate department heads—as an OPORD gives tasks to a task unit.

## ARRANGING NEWS COVERAGE

In arranging news coverage for a special event, you must prepare advance releases and a news advisory, informing the media that they are welcome to cover the event.

In the hypothetical case used in figure 5-2, your news advisory results in responses from two local morning papers and one evening paper. One of the morning papers is also covering for UPI. AP is sending its own reporter. Two television stations are sending photographers and three radio stations are also going to record the entire event, later editing their tape down to short sound bites for news broadcasts.

Your office staff consists of the PAO, yourself, a J03, two JOSNs and a PH2. The boss has a civilian secretary who does not like to work on holidays.

While the PAO is busy working on guest lists and seating arrangements with the XO, you start laying out your requirements for space, furniture and power. You will have four video photographers, two from each television station. Each station will use a photographer with a Betacam on a tripod. They will need fixed positions in front of the reviewing stand where they can get a good view of the SECDEF and pan around to the troops on the field. The stands have to be as solid as possible to cut down on movement and obviously to support the photographers and their equipment. Also, you do not want the photographers right in front of the reviewing stand where they will obscure the SECDEF's view of the field.

From: Commanding Officer

To: Distribution List

Subj: VISIT OF THE SECRETARY OF DEFENSE ON 4 JULY 19\_\_

Encl: (1) Schedule of events

(2) Seating chart for reviewing stand

(3) Parade diagram

1. Purpose. his notice outlines ceremonies to be held on 4 July 19\_ in connection with the visit of the Secretary of Defense.

2. Background. Here, stated briefly, are the reasons for the Secretary's visit and a list of the important members of his party. Here, or in a separate paragraph, reference is made to the schedule, seating chart and parade diagram, which are attached as enclosures to avoid making the basic notice too long and involved.

3. Responsibility. The executive officer will coordinate all arrangements for this event. Other officers are assigned responsibilities as follows.

a. First Lieutenant. Rig reviewing stand as shown in enclosure (2), providing charts, bunting, a speaker's stand and public address system as required. Police area immediately before ceremony.

b. Security Officer. Establish traffic control to ensure speedy clearance through main gate and clear passage to headquarters building. Provide escort vehicle. Control visitor traffic and parking as required.

c. Public Works Officer. Provide photographers' platforms as shown in enclosure (2) and as specified by the public affairs officer. Provide adequate electrical power for operation of recorders as requested by the public affairs officer.

d. Medical Officer. Provide ambulance and appropriate personnel on standby basis.

e. Senior Watch Officer. Act as regimental commander at inspection. Make sure that all departments are paraded in position by 0830. Schedule rehearsal as required.

Figure 5-2.—Command planning directive for a major event.

f. Commissary Officer. Provide luncheon for SECDEF party, commanding officer and guests, a total of 25 persons, in Wing 3 of the main galley. Party will proceed through mess line and use standard mess gear. Following luncheon, the SECDEF may inspect the galley.

g. Public Affairs Officer. Arrange publicity as appropriate, including such live coverage of the event as is desired by media. Keep other concerned department heads informed of requirements for gate clearance, parking, special power connections, furniture, and so forth. Assist executive officer in whatever coordination is required.

4. Cancellation. This notice is canceled 6 July.

Figure 5-2.—Command planning directive for a major event—Continued.

## **Platforms/Fixed Positions**

Public works should build solid platforms about 8 feet by 8 feet and about as high as the floor of the reviewing stand. Place the platforms at 45-degree angles from the center of the stand, far enough back so they are not too obtrusive and where they will not interfere with troop movements. At an even bigger event, the platforms might be made of piping or lumber and be two or three stories high with at least two camera levels. Additionally, find out from the stations just what power they need to operate their equipment and see that public works gets the requirements.

The radio reporters also will want fixed positions, preferably a table for each station with two or three chairs, enough for an announcer, an engineer and perhaps a director, assistant engineer or second announcer. These should be far enough apart so one station will not pick up another announcer's voice. Again, check with the station to make sure of power requirements. Try to have the television and radio reporters or photographers come early enough to test microphone placements in advance of the event.

## **Mobile Media**

Newspaper and television photographers will want freedom to move around. You also will have a Navy still photographer on the field. You do not want to impede their movements unnecessarily; also, be aware that too many photographers can mar what is planned as a dignified military ceremony.

## **Pools**

Depending on the nature of the ceremony, the space available and the number of media involved, you may want to set up specific ground rules for mobile photographers. These rules may include establishing a pool arrangement where each organization works from a fixed position and all products are available to all participants. Pods are not particularly popular with photographers, who are in a competitive business and do not want to end up with the same pictures the competition has. However, pools are better than no coverage at all, and they are almost always acceptable in a pinch.

The ground rules for all phases of special event coverage should be drawn up well in advance. Photographers who come to cover a major event expecting complete freedom and ideal facilities will not be anxious to come to your next show if you impose restrictions and unwanted pool arrangements on them

without warning. They will be especially upset if they feel the restrictions were unnecessary.

Reporters, of course, pose less of a problem because they want to see the entire event. They will want advance copies of speeches, and if none are available in advance, they will want copies immediately afterward. They may want to interview important personalities (such as VIPs). Also, count on reporters requesting access to telephones immediately after the event.

## **Staff Assignments**

Detail the J03 to work with the television photographers, whose requirements are greatest, and let one JOSN stand by to help the radio crews. The other JOSN will have to miss the show. Someone has to stand by the office telephone. The PH is out there with photographic equipment and you and the PAO are available to solve any problems that come up.

## **Miscellaneous Items**

Media should be provided with car passes or parking stickers in advance, and you should make sure the gate and traffic control personnel have been sufficiently briefed so they will recognize and honor those items.

## **Results**

Because this event was planned to permit maximum and efficient coverage, everything ran smoothly. The radio reporters got their tapes. The television reporters got their videotape. The newspaper reporters talked to SECDEF, then phoned their stories from the public affairs office. The PAO furnished a few cups of coffee and provided some last minute background material. The evening paper and both morning papers carried pictures and stories. Each wire service moved a couple of hundred words. The radio stations ran tapes on their evening news programs. Both television stations aired good-sized stories and one fed it into a network newscast. The skipper told the project officer he did a fine job of coordinating and the word was passed down the line.

## **IMPORTANCE OF DETAILS**

Whatever the event, there is no substitute for attention to every detail, no matter how insignificant some details may seem. A visitor to an exhibit or open house, the guests at a commissioning ceremony or guests on an orientation cruise should never catch the

Navy unprepared. Just as when a ship is replenishing at sea or an amphibious force is assaulting a beach, every detail should be thought of and every contingency provided for in advance.

When you have effectively planned and organized your special event well, it will easily match the definition described at the beginning of this section. In special events, special arrangements will help you drive home your message.

Devices are especially important on guest cruises and similar orientation visits. They include such particulars as special name tags, place cards, identifying caps or pins, booklets, wallet cards, humorous awards and other souvenirs. Their value is threefold:

- They represent that added touch that shows the Navy wants to be more than a good host.
- They often contain, in capsule form, the message the event is designed to get across.
- They serve to remind the Navy guest of his pleasant and usually very educational experience with the Navy.

### **Identification Tags**

When guests come aboard a ship or station, it is always a problem to identify individuals and to make sure that people, baggage and transportation are routed to the right places at the right time. This problem can be overcome if a guest list is compiled well in advance and if billeting and transportation arrangements are made before the guests arrive.

A color scheme can be followed in making out lapel identification tags, place cards, identification signs for buses, boats and aircraft or any other types of identification or direction devices you may use.

Encourage guests to wear lapel tags. These should be large enough so they can be read at a distance of about 10 feet. Include each guest's profession or business and hometown as well as his name on these tags. Suggest that the guests wear them on their right lapel. This way the tags can be read easily when the guests are shaking hands. Tags on the left lapel are nearly invisible in this position.

### **Billeting**

If the group is small and will not be broken into other groups, billeting is less of a problem. Be sure a list of names or room numbers is furnished to the quarterdeck wardroom attendant, CO, XO and others who should have the information. If guests will be billeted with the

ship's officers, try to get some information on each guest to the officers concerned. A guest will feel more welcome if his roommate knows he is coming.

### **Baggage**

If guests' baggage will be moved any distance by a working party, have baggage tags already made out with each individual's name and billet number. Anyone who has traveled any distance will appreciate having his baggage delivered to his room promptly so he can clean up before beginning the strenuous orientation program the command may have laid out for him.

If your group is large and you want to break the guests into several subgroups, use different colors for each group's baggage tags.

### **Pamphlets and Programs**

People coming aboard ship for a guest cruise or even for a simple public visitation like to know what is happening and to have something to take away with them. For this reason, no event of this type is complete without a pamphlet.

The easiest type of program to prepare for public visitation is a special edition of the ship or station newspaper. Devote most of the front page to the event and print a program there or on the back page. If appropriate, print a map on the back page showing the location of major points of interest and routes to follow. The remainder of the issue can be devoted to the usual content of the paper.

For small groups, one simple program should contain only the information a guest needs without snowing him under a mountain of superfluous information. By printing successive sections on different size pages and indexing each section at the bottom of its first page, the command has prepared an attractive book with a lot of useful information arranged for ready reference.

### **Photo Brochures**

Some commands compile attractive photo brochures for VIP groups that serve both to emphasize the objectives of the cruise or orientation visit and as a souvenir of the event. Photographic coverage is carefully planned and the best shots are selected and printed in the finished book. Sufficient margin should be left on the left side of the photos for binding. Captions emphasizing the message the command wants to plug are prepared to accompany the photos.



The next step is to dry-mount the pictures and captions so when the booklet is assembled, the caption will appear facing the appropriate photograph. If the job has been done correctly, each page is trimmed individually. This is done with the photo side up, since its dimensions are more critical than those of the caption. The first cut is made on the right side, making sure it is exactly parallel to the left margin. Then trim the top and bottom, and the pages are now ready for binding.

Covers for the book can be made of commercial display board that can then be covered with felt paper if desired. Your covers should be cut larger than the inside pages of the book to protect the pages.

The booklet is then bound with commercial punching and plastic binding equipment available at many commands. The finished book is mailed to the guest a week or two after he leaves the command. The CO-or perhaps a flag officer-signs the forwarding letter which tells him it has been a pleasure having him aboard and expresses the Navy's hope for his continued interest in naval affairs.

## Souvenirs

There is virtually no limit to the types of souvenirs that can be used in special events, many at little or even no real cost. Some commands add the cost of such mementos to the guests' mess and entertainment bills, with the knowledge of the guests, who usually are pleased to know that neither the taxpayers nor the ship's crew are digging into their pockets for these costs.

A common souvenir is a ship or station photograph inscribed by the CO. Other popular items include baseball caps with the command's name or emblem embroidered paperweights or desk ornaments made from scrap materials, such as flight deck planking or aircraft metal.

Many commands make up wallet-size cards identifying the guest as an honorary submariner, plankowner or a veteran of a particular operation (see fig. 5-3). One command awards a "lavender heart" medal to any guest who suffers an injury, such as a bruised forehead or shin suffered in passing through a hatchway.

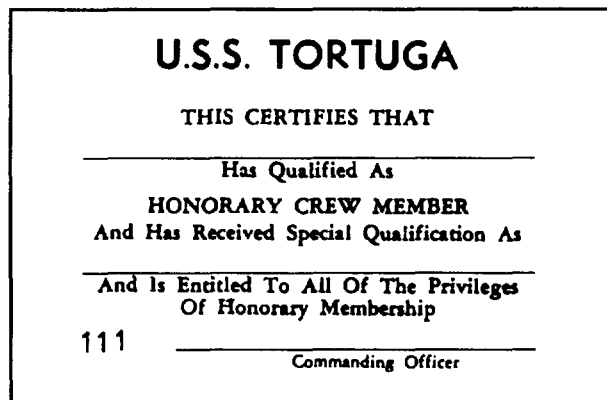
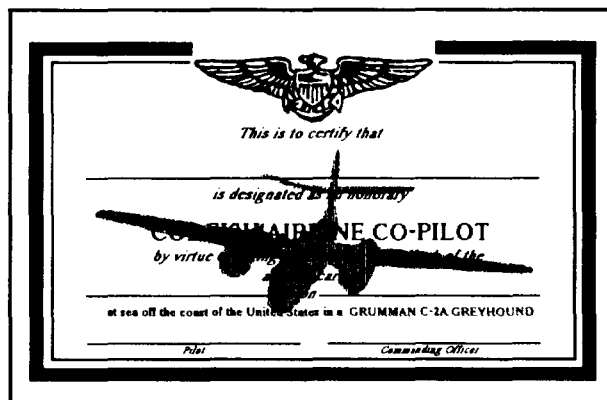
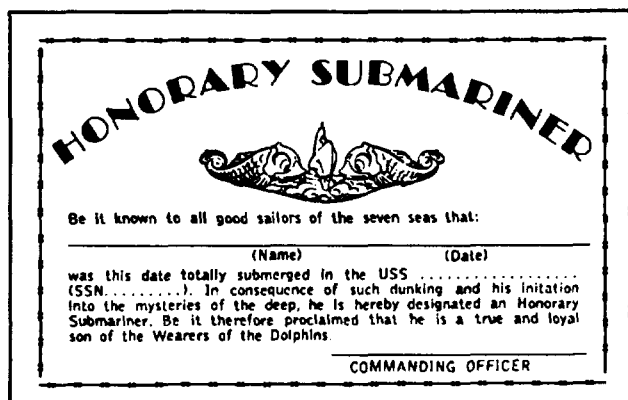


Figure 5-3.—Wallet-sized souvenir cards.

